

UNITED STATES CIVIL SERVICE COMMISSION
Office of the Executive Director
Interagency Advisory Group
1900 E Street, N. W.
Washington, D. C. 20415

Minutes of the Committee on
MANPOWER ANALYSIS AND PLANNING

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October 21, 1974

The meeting was opened by Committee Chairman Joseph Howe, who stated that the principal purpose of the meeting was to provide a forum for the discussion of the proposed policy statement on manpower planning, FPM Bulletin No. 250-4, Subject: Policy on Organization Manpower Planning in Agency Personnel Management, dated September 25, 1974, and for the Commission staff to answer questions about any feature of the proposed policy. Mr. Howe pointed out that the policy statement currently being reviewed by agencies is the most recent development in CSC's work in manpower planning and that CSC has been doing research and staff work in this important area since 1961.

Mr. Howe pointed out that the Commission hopes the proposed policy statement will contribute to:

- developing and applying a "total systems" approach to planning agency manpower resources,
- establishing or affirming a continuing and vital role for personnel management in agency planning processes, and
- establishing a systematic basis for agency personnel management planning in a multi-year time frame.

The formulation of this draft policy statement has been complicated by the fact there is no commonly understood and accepted vocabulary for manpower planning functions and processes. Thus, people in different agencies use different terms to identify essentially similar analytical and planning processes. The work was further complicated by the fact that effective manpower planning requires a network of information and activities related to (1) agency goals and objectives and (2) agency organization and financial management planning processes, both of which customarily are outside the domain of the personnel office. Thus, consideration of policies on manpower planning inevitably involve discussions of who does what within an agency and where the boundaries lie between personnel, budget, and general management.

The need for a policy statement and for the development of agency capability to do effective multi-year planning has been reenforced by the enactment of the Congressional Budget Act of 1974, which makes five year budget projections a matter of law. Agency manpower planning staffs should be

aware of OMB Bulletin 75-7, Subject: "Preparation and submission of five-year projections for inclusion in the 1976 budget," dated October 11, 1974. It contains supplementary instructions for the preparation and submission of five-year projections of budget authority and outlays. Agency manpower planning people may wish to discuss the manpower planning implications of this instruction with agency budget people.

The meeting was then opened for questions and discussion.

Question: What background studies preceeded the development of the proposed policy?

Answer: CSC studies included (1) thorough review of the manpower planning literature, and (2) discussions with manpower planning staffs in a number of agencies.

Question: Has the Commission given any thought to agency needs for additional staffing to carry out the manpower planning function?

Answer: Yes, we want to do a study to see if we can develop staffing guides for agency manpower programs. This project, however, cannot begin until the policy statement is issued, if then. The Commission is not attempting to prescribe how agencies should staff or organize manpower planning activities.

Question: How many agencies have manpower planning systems?

Answer: Most agencies have some ongoing manpower planning activity of the type described in the draft policy statement. Some have gone quite far in developing both methodologies and systems. Many of these ongoing efforts are concentrated on short term (one year) manpower projections rather than on multi-year forecasts.

Question: Has the Office of Management and Budget been involved in the development of the draft policy statement?

Answer: Yes, initially we hoped to develop a joint CSC-OMB policy statement on this subject. We had a number of discussions with the OMB management staff with that in view. However, because of uncertainty about the outcome of the Congressional Budget Act, then pending, OMB chose not to take a policy position at that time. We will consult them again before we recommend a policy position to the Commissioners.

Question: What about the problems that face agency managers who have little or no control over the future status or level of funding for their programs?

Answer: We are aware of many of the management problems created by the present budget-appropriation cycle. However, implementation of the Congressional Budget Act of 1974 will change that cycle and make needed financial information available to managers on a much more timely basis. This should alleviate some of the present problems. Managers will always be confronted with unexpected program changes and will need to be able to assess the manpower planning implications of such changes.

Question: Will government-wide statistics be available to agencies in the future?

Answer: The Current Federal Workforce Data reports are being discontinued. If agencies see the need for Government-wide statistical data, they may wish to describe their needs in their comments on the policy statement. We will be glad to explore these needs with agencies and with the Bureau of Manpower Information Systems and see how we can best meet your needs.

The Committee offered the following suggestions for clarification of the draft policy statement:

- Statement should make it clear that planning for manpower needs critical to the agency mission should be given priority over planning for manpower needs in occupational categories that are relatively easy to fill.
- Statement should make it clear that centralization or decentralization of manpower planning is a matter to be determined by the agency.
- Statement should be more specific regarding how short-term manpower estimating fits into a total system of manpower planning.
- Statement appears to be too prescriptive and precise in setting out the steps which agencies must follow.
- What personnel can do depends on what management does; managers need to be required to do their part.

Mr. Howe assured the group that we will carefully consider these and all other suggestions regarding this policy proposal.

The following suggestions were offered regarding CSC assistance to agencies in implementing the policy if it is issued:

- CSC's Executive Director could emphasize the importance of manpower planning to the agencies' top management people.
- CSC could let agencies know that we recognize the obstacles that confront agency managers.
- CSC could work with one agency to develop a model system then present it to the Assistant Secretaries for Administration.

Mr. Howe adjourned the meeting with the statement that we plan to call a further meeting after we have received and analyzed agency comments on the policy draft. At that meeting we will seek agency reaction to any changes in the proposed policy statement.

ATTENDANCE

Howe, Joseph W. (Chairman) (CSC)
Clarke, J.W. (OSD)
Dedham, W. C. (Labor)
DeSeguirant, Henry C. (Treasury)
Dwelle, Dan (Commerce)
Edwards, A. (VA)
Glassmyer, Irv (USIA)
Gustason, Marlys (Action)
House, C. (Commerce)
House, L. S. (GSA)
Hoover, Gwen A. (Action)
Hurtt, A. J. (VA)
Kaufman, Carl W. (DSA)
Kossmann, Marv (GSA)
Lorentzen, Paul (Interior)
Nigro, M.A. (HEW)
Noffeinger, W.G. (VA)
Pavlik, R. F. (EPA)
Preston, R. (NSF)
Price, William (Navy)
Redford, Joseph F. (Action)
Schley, Arlene D. (GSA)
Squien, Dan (Interior)
Thompson, Philip D. (FPC)
Waltermire, Kathy (DSA)
Willey, Glendon D. (HUD)
Wolz, C.T. (EPA)